

CENTRAL INTELLIGENCE AGENCY

OFFICE OF THE DIRECTOR

D/Pers

9/20

Bob -

Here is what is in
The DCI's book re manpower.

ICS has prepared some
talking points; my sense is he'd
like to see what you'd have
him say.



25X1

REFERENCE

~~SECRET~~

Issue : Manpower

Discussion Leader :

25X1

Briefers : None

DCI OPENING REMARKS

The issue of manpower has been raised in Community fora on several occasions in the past -- the 1985 Intelligence Capabilities Study and last December's Planning Conference, for example -- but no Community-level action has resulted. It is very likely that manpower is one of those concerns that is shared by everyone, but in terms that are unique to each organization.

My interest in raising the subject once again is to solicit your opinions on whether or not any aspect of the manpower issue should be addressed at the Community level and if so how they should be addressed. Our discussions could result in agreement to:

- drop the manpower issue altogether as a Community concern; or
- retain the issue as one of Community concern, but go no further; or
- identify a set of specific concerns where Community-level action can assist you in exercising your responsibilities.

If our discussions lead us to the latter course of action, I propose that we task a senior level interagency steering committee to oversee a thorough study of each of our expressed concerns, and come back to us with specific recommendations.

will provide additional substance on the issue before we launch into a general discussion.

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17 September 1984

Issue: : Manpower

Issue Discussion Leader:

25X1

Points For Discussion :

- Community stands at critical point with respect to most valuable resource - - people
- Number of trends emerging that will have significant influence on Community's ability to attract and retain people
- Imaginative strategies required to attract and retain quality people
- Significant trends are:
 - Erosion of federal pay and benefits throughout civil service
 - Demand for needed skills by the private sector
 - Changing employee attitudes towards work; demand
- Need to determine if any specific concerns need be resolved through Community action

Topic: Manpower

Discussion Leader:

25X1

Briefer: None

MANPOWER

A. Challenge. The Community has a critical need for skilled and experienced manpower to meet expanding and changing requirements in all facets of the intelligence process. At the same time, there are a number of emerging trends that project an adverse impact on the Community's ability to attract and retain qualified manpower. Of major concern are eroding benefits, including minimal pay raises, for the federal work force and their likely impact on the Intelligence Community. The factors that motivate the emerging labor force are undergoing fundamental changes; greater emphasis is being placed on tangible rewards than on values such as service and patriotism. Most important of all, given the current and projected employment picture, the demand of the private sector for the very same skills required by the Community is increasing. The private sector, however, has far more latitude and resources than the Intelligence Community to respond aggressively to meet its manpower requirements. In addition to making it more difficult to hire new personnel, these trends also threaten to draw talented and aggressive people away from the Community. The attrition rate in critical skills, both at the entry and journeyman levels, is likely to increase significantly given the likelihood of limited growth potential. Thus, the attraction of a once rewarding career in intelligence is being dampened by adverse personnel actions and proposals, giving rise to serious recruitment and retention problems for the Community.

B. Factors to be Addressed. The principals should discuss these trends and consider the formation of an interagency group to address their implications and to develop Community positions to respond to these challenges. Discussion should focus on proposals which may impact current personnel policies (e.g., retirement, GS 11-15 grade structure), and potential Departmental/Agency, Community initiatives and/or legislation for new incentives to improve recruitment and retention (e.g., bonuses, recruitment inducements, enhanced pay scales for critical skills, etc.). The Community in general should be seeking the tools and incentives which its member agencies could use as necessary to meet their individual manpower requirements.

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RESPONSES TO ISSUE PAPER

e. (U) Manpower.

(1) ☐ The 1984 Defense-Wide Intelligence Plan identified the manpower/training needs as one of the highest priority issues for DoD intelligence, both in operational field units and in CONUS-based support echelons. Of particular interest is the need for linguists and for high-technology training in support of future systems applications (e.g., operations, repair/maintenance). The former category is a readily attainable, relatively low-cost consideration. The latter not only requires considerably more fiscal investment, but also concept development and technical and operational preparation.

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(2) ☐ The "problem" cannot be corrected immediately; however, remedial action to alleviate the situation by addressing attainable needs is an immediate imperative.

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(3) ☐ For the latter category, consideration of an ROTC-like program for high technology analysts may be warranted. No long-term strategy can be contemplated before a better appreciation for US economic trends is gained. The acute problems described in the "factors to be addressed" do not necessarily apply across the spectrum of needs.

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(4) ☐ Given the diversity of needs, approaches, and funding procedures, this issue can probably be worked better by each involved entity. Another inter-agency group is not deemed necessary.

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3. ☐ The agenda for the September meeting provides considerable food for thought on complex and critical issues. I am looking forward to the discussions.

25X1

Director, NSA/CSS, Central Security Service

7. (U) Manpower

(C) Recommend we include the following points:

a. In spite of anticipated technological advances, signals intelligence will continue to be a manpower intensive function well into the foreseeable future;

b. The present and planned erosion of federal benefits will play a significant role in contributing to attrition of the federal work force.

c. In addition to entry-level employees, there are three groups of employees who can be expected to suffer intolerable attrition rates because of the loss of benefits:

(1) Engineers and data systems professionals;

(2) Bright senior executives with highly saleable management skills; and

(3) Talented, aggressive professionals and preprofessionals in all career fields.

d. There is a need to keep in mind that tools to attract and retain manpower are sometimes as important as projections for number of personnel required.

e. Recommend the DCI establish five-year manpower program guidance levels similar to those for program funding levels.

DIR., Bureau of Intelligence & Research, Dept. of State

V. Manpower

Should we not also discuss professional development and training issues under this heading?

DIR. of Naval Intelligence, Dept. of the NavyV. (C) Manpower

- The challenge accurately depicts what we are facing in attracting and retaining qualified manpower given the changing environment and attitudes of the emerging labor force. This situation is further complicated by the critical need for qualified and experienced civilian personnel in fields which have traditionally been dominated by the military. Although they provide critical manpower in areas such as photo interpretation, foreign language translations, and communications, most military members in the community lack the requisite mathematical and physical science backgrounds to perform scientific and technical analysis. This, coupled with the relatively short tours of duty of military members, necessitates a stable civilian workforce to ensure accuracy and timeliness of product. It is also essential to maintain an experienced civilian staff in the event of war to provide critical support to the forces.

- A situation with which we are faced currently and which will elevate in the future if recruitment and retention problems remain is the impact of contractor support for even the most basic and simple analysis of acoustic, ELINT, and telemetry data. Because of retention problems, it is difficult to train in-house personnel to assume these analyses fully. In the S&T analytic fields, an average of two to three years training is required, and the two to three year experience level is the time when many personnel are very marketable and are lost to private industry because of the higher pay scale.

- Additionally, DOD plans for implementing a general reduction in grade 11 through 15 positions further impacts our analytical capabilities as these levels represent the primary range of intelligence analysts in all of the military services. A reduction in grade could seriously impair the GDIP program manager's ability to attract and retain highly skilled analytical personnel, particularly those requiring engineering, scientific, foreign language, or computer skills. Successful implementation of

recruitment programs aimed at improving quality of analysis depends entirely upon the retention of analysts with records of excellence. Such people will quickly leave for better jobs in the private sector if they perceive that their careers will be limited in government.

- Community positions to meet those problems are needed. As a start, I recommend that our employees who are engaged in intelligence production be exempt from any grade reduction program and suggest that the community take a similar stand. The community should also support revision of the Merit Pay System or removal of intelligence personnel from it. (Pursuing exempt as well as excepted status for our professional intelligence analysts, as CIA personnel have, should be given serious consideration.)

HSST. Chief of Staff for Intelligence, Dept. of the Air Force

MANPOWER

1. (U) The Office of Personnel Management is rewriting the civilian job standards which form the basis for grading actions throughout Federal government. The GS 132, Intelligence series is not being considered at this time. The failure to address this series has retention implications for the Air Force:
 - a. (U) Inability of civilian employees to advance to higher grades and still maintain technical proficiency is especially damaging in HUMINT. Skilled linguist collectors are effectively capped at GS-12 due to the management responsibility emphasis within the current grade classification standards. This results in a lack of capability for advancement to higher grades without loss of proficiency or movement away from HUMINT field work. Other agencies, such as CIA, have greater latitude in grading and utilization. As a result, they are better able to recruit and retain top quality personnel as field collectors.)
 - b. (U) We face similar problems in other skill areas (e.g., analytical) in that personnel must move to management and away from technical application of skills developed over years of practice in order to advance. This would seem, in some cases, to be counterproductive.
2. (U) The military has problems with retention due to many of the same issues as the civilian force.
 - a. (U) Officers are forced out of technical application by virtue of our career patterns (technical specialists seem to be penalized by the promotion system) and force management policies. There is no perceived reward for the technical expert.
 - b. (U) Enlisted career field management is also a problem due, in part, to force balancing actions. The career force is characterized by "bonus hunters", those who reenlist for a specific job because the career field has a reenlistment bonus. We also face an inability to retain personnel in intelligence career fields due to a policy of career field balancing. This results in involuntary loss of skilled intelligence technicians at the supervisory level. We cannot force intelligence personnel to reenlist in intelligence if they choose not to do so. We don't "sell" intelligence as a career to these people very well.
 - c. (U) Bonuses, recruitment inducements, and proficiency pay are not applied uniformly or effectively. They are usually used as a "band-aid" to temporarily fix a specific Air Force Specialty Code. Little long-term application of these incentives is used.
3. (U) Any solution must involve the cooperation of the Manpower and Personnel community, who should be included from the outset of any Intelligence Community action.
4. (U) We support the establishment of a Community group to address the implications of these trends and develop Community positions.

ASST. DIR., Intelligence Div. - FBI

V. Issue: Manpower

The IC faces a difficult challenge in meeting its manpower requirements in view of the fierce competition from the private sector for skilled and experienced personnel. We are not as certain that the emerging labor force is motivated by a different set of factors than those of other generations. What we have observed is that self-satisfaction developed through a sense of achievement and recognition remains critical as a motivating factor. (S)

We would support the formation of an interagency group to address these issues, especially to develop strategies to retain our current personnel and create opportunities for greater growth potential. (S)

Deputy Director / Executive Dir. Central Int.

V. MANPOWER

L The Agency shares the concerns expressed. However, there may not be a single solution to one or several of the issues that will be satisfactory or compatible with the needs of individual agencies. Therefore, the "Challenge" section should be expanded to state that both the Community and individual agencies must be prepared to provide Congress with accurate and persuasive arguments dealing with issues such as benefit and pay comparability. 25X1

Other issues which have an impact on the Agency's and the Community's ability to satisfy manpower needs are worth considering:

The growing prevalence of the two-income family affects assignment and even retention. (The Agency already is seeing the impact on overseas and domestic assignments.) The retention of employees can be affected by the reassignment of a spouse. Circumstances leading to the resignation of an Agency employee may also lead to the resignation of the spouse. (Double separations have been a recent phenomenon in the Agency.)

In addition, the growth of dual careers for Community employees and their spouses presents special problems and sometimes opportunities. The increased numbers of qualified women in skilled positions increase the likelihood of both spouses of a married couple having careers in the same agency or in the Community. The growth of this phenomenon presents us with problems involving dual assignments overseas, separated tours, or the preservation of the dormant career of an accompanying spouse. These challenges can only be expected to increase in future years.

Employees are now more likely to question the desirability of assignments — especially overseas assignments — than they were in past years. These questions involve not only career issues but domestic circumstances, and concerns about terrorism and anti-American attitudes abroad. Family satisfaction with facilities and services is now a much bigger issue in assignments involving relocations. As a result of these changes, the Community will be increasingly faced with meeting employee demands for career satisfaction as well as family support and protection.

The new Federal emphasis on discouraging early retirement and growing pressure to permit workers to work as long as they are capable will all have the effect of raising the average retirement age for Community employees. This in turn, by reducing retirements, will reduce the promotion rate. Disappointed employees may seek alternative employment. It is thus quite possible that retirements rates may stay low while resignation rates rise. 25X1

2. We do not support the idea of a group to address the generic implications of the trends noted. The issues are being adequately addressed in existing fora. It is important to recognize that each agency may have special requirements which go beyond the requirements of other members of the Community. 25X1